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the royal navy. Contingent thereto was the growth of a natural lumber trade and the building of vessels. Incidentally she describes the rise of woolen, linen, and iron manufactures. Though the treatment is general, most of the matter is drawn from the experience of the colonies of New England.

The chartered companies were soon abandoned and the government itself directly encouraged the production of naval supplies. An interesting account of the Palatine immigrants is given. It was hoped that their labor would cheapen the cost of supplies. All expedients failed, however, and the people of New England turned "naval stores" into ships of their own, excepting so far as superior masts were carried away by the royal mandate.

Miss Lord is not singular among historical writers, when she does not perceive the whole function of a vessel and its cargo of exports in stimulating the industrial growth of New England. Gov. Dudley said blindly, "the people were proud enough to wear the best cloths of England, if chopping, sawing, and building ships would pay for them." A vessel with its cargo of fish or pipe staves was a bill of exchange in itself, before bills on paper were used. The pork raised on the farm, the home-spun garments, and iron nails made at the fire-side, the fishing on the Banks, the vessels built on inland streams and sold abroad—all went together to husband industry and create exchange in London.

But the essayist discovers the main current of industry and business, which was toward making the colonies economically independent long before the Stamp acts irritated the political surface of things. "The home government helped rather than hindered the economic revolution which preceded the political separation of the colonies from the mother country."

The work is carefully done, and will prove useful in economic study.

WM. B. WEEDEN.

The State and Charity. By THOMAS MACKAY. (*The English Citizen Series.*) London: Macmillan & Co., 1898. 12-mo. pp. 201.

PUBLIC relief is a certain form of economic distribution, a "certain abnormal method for distributing the good things of the world." It

is an abnormal method in contradistinction to the normal methods of distribution, which are exchange, bequest, inheritance, and gift in so far as this last proceeds spontaneously from social ties of family and friendship. The economic results of this method are the chief subject of this book. Seven chapters are devoted to an historical sketch of legal relief from the earliest times. Public poor relief is a "survival" of the ancient "status," everywhere else outgrown, since poverty is recognized as a normal condition of a part of the population and provision is made for its perpetuation by endowments, poor law taxes, and other permanent institutions of corporations and political communities.

The author (p. 6) thinks that there is no limit to the demand for an exchange of services.

If there is want of remunerative employment for labor, it is due to the fact that the mechanism of exchange is not fully developed, and this defect of organization must be attributed to the imperfect mobility of labor, a commodity which, if properly distributed, cannot fail to be valuable. Eleemosynary endowments, whether created by law, or by the act of pious founders, directly tend to prolong an expiring system of immobility or *status*; and in this connection we justify the expression that they are an incongruous element in modern civilization.

The author is frankly and entirely antisocialistic, a thorough believer in political *laissez faire* and individualism, and he reads the history with this theory in mind, perhaps with a bias. An account is given of the charitable endowments of England up to the eighteenth century; of the criticism of endowments by Turgot, Adam Smith, Thomas Chalmers, and other economists; of the official investigations of charitable funds during this century and discovery of abuses; of the effects of this inquiry on public opinion; of the tendencies toward extension of poor relief, abolition and of new direction; of the modification of law, and of local and central administration. This historical survey prepares the way for a consideration of co-operation between legal and voluntary agencies of relief, and of medical relief.

There is a very fair and well-balanced statement of the principle of charity organization and of the obstacles to its success in the traditional beliefs and the political ambitions of local administrators. From this statement it appears that in England as in America outdoor relief is used to some extent as a means of personal political advantage. The effect of public relief in hindering friendly societies and organ-

ized provident schemes is declared to be serious, and the normal incomes of physicians are injuriously affected by ill-regulated lay philanthropy in hospitals and out-patient service. The closing pages are devoted to showing that in the field of public relief the issue is sharply drawn between the modern doctrine of free contract and socialism: there is no logical middle ground. The inference is that outdoor relief must be abolished or we must go forward to measures like old-age pension and sickness insurance. If we make permanent provision for a class of paupers or dependents we shall have them forever, and the day of individual self-help will be by so much delayed. Of course the advocate of the German system of state insurance would claim that this begs the question, and that compulsory insurance is a means of avoiding pauperism. Mr. Mackay nowhere considers the German system, and alludes to it only indirectly when he attacks similar schemes as proposed for Great Britain.

C. R. HENDERSON.

Strikes and Lockouts (Board of Trade, Labour Department): *Report of the Chief Labour Correspondent on the Strikes and Lockouts of 1896*. With Statistical Tables. London: Eyre & Spottiswoode, 1897. 8vo. pp. xliii + 209.

THIS report is in its general plan like its predecessors—giving the number of disputes, the number of workmen involved, the days lost, the distribution of disputes, geographically and by months, and the method of settlement.

It appears that the evil of strikes and lockouts has, on the whole, declined during the period from 1892 to 1896. The loss of time in 1893 was immensely greater than in 1892, because of the coal strike, but if the mining and quarrying industries be excepted, the numbers of days lost for the successive years are 12,005,561; 3,227,169; 2,787,613; 4,661,260; 2,737,399.

Mr. Burnett remarks that "the workmen were, on the whole, more successful in gaining their demands or resisting those of the employers in 1896 than in the previous years." From this it would naturally be inferred that the employers had been less successful in their contests with the men, whereas the tables show that they also have won in a larger percentage of disputes during 1896 than during earlier years.